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Programme budget for the biennium 2010-2011

Revised estimates relating to the programme budget for the biennium 2010-2011 for the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict

Report of the Secretary-General

Summary

The present report is submitted pursuant to paragraph 4 of Security Council resolution 1888 (2009). It describes the establishment of the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict. Should the General Assembly agree with the proposal to provide resources to support the Office on an ongoing basis, additional resources in the amount of $2,280,600 for the Office would be required under the programme budget for the biennium 2010-2011, comprising increases under section 1, Overall policymaking, direction and coordination ($1,689,000), and section 28D, Office of Central Support Services ($591,600), as well as an increase under section 35, Staff assessment ($202,000), to be offset by a corresponding amount under income section 1, Income from staff assessment. The provision would represent a charge against the contingency fund.

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I. Overview

1. The General Assembly has identified the issue of sexual violence in conflict as a priority concern requiring concerted action from the international community. They have expressed their commitment on this issue through, inter alia, the Beijing Declaration and Platform for Action and the outcome document of the twenty-third special session of the General Assembly entitled "Women 2000: gender equality, development and peace for the twenty-first century", which also addressed women and armed conflict.

2. The present report is submitted pursuant to paragraph 4 of Security Council resolution 1888 (2009), in which the Council requested the Secretary-General to appoint a Special Representative to provide coherent and strategic leadership, to work effectively to strengthen existing United Nations coordination mechanisms and to engage in advocacy efforts with Governments, including military and judicial representatives, as well as with all parties to armed conflict and civil society, in order to address, at both Headquarters and country level, sexual violence in armed conflict, while promoting cooperation and coordination of efforts among all relevant stakeholders, primarily through the inter-agency initiative entitled "United Nations Action against Sexual Violence in Conflict".

3. In response to that request, the present report describes: (a) the rationale for a concerted focus by the United Nations system and the international community on sexual violence in conflict; (b) the functions of the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict; and (c) the staffing and other resource requirements for the Office.

II. Rationale for concerted focus on sexual violence in conflict

4. In nearly every humanitarian emergency and conflict, a spectrum of brutality, the most devastatingly persistent of which is sexual violence, is visited disproportionately upon millions of people, primarily women and girls. Recent statistics show how pervasive this phenomenon is. As millions have been raped during conflicts, the disheartening truth is that times of peace have brought little respite from sexual violence. Often called one of history's great silences, in recent years a groundswell of advocacy and outrage from across the globe has been directed at changing this situation and bringing an end to the culture of impunity that has accompanied these crimes. Sexual violence during and in the wake of conflict is a serious, present-day emergency. It is often a conscious strategy deployed on a large scale by armed groups (State and non-State actors) to humiliate opponents, destroy individuals and shred societies. The Secretary-General has described conflict-related sexual violence as efficient brutality perpetrated with impunity. It is one of the only crimes for which a community's response is more often to stigmatize the victim rather than to prosecute the perpetrator. It remains underreported and insufficiently addressed because of the stigma associated with rape, piecemeal services for survivors, weak protection mechanisms and inadequate rule of law and judicial responses. Yet sexual violence during conflict is a war crime, a crime against humanity, an act of genocide or form of torture and a grave violation of human rights and humanitarian law.

III. Functions of the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict

5. Against this backdrop, the role of the Special Representative of the Secretary-General is, inter alia, to: (a) give victims and affected communities a voice; (b) mobilize political will and action of the international community, particularly to address the impunity of perpetrators of violations; (c) foster collaboration and partnerships and broaden the circle of stakeholders on the issue; (d) coordinate advocacy and programmatic responses, particularly in the United Nations system; (e) ensure more reliable and comprehensive data on sexual violence in conflict as a basis for action at all levels; and (f) disseminate information/knowledge on approaches and best practices to address sexual violence in conflict. The establishment of the Office fills the critical gap that has existed in terms of ensuring concerted and effective coordinated engagements with Member States, the Security Council, the General Assembly, United Nations actors, non-governmental organizations, civil society and a diverse cross-section of high-level interlocutors, from political leaders to military officers, and from warlords to women's groups, on this issue.

6. The Special Representative of the Secretary-General is expected: (a) to provide coherent and strategic leadership on the issue of sexual violence in conflict and post-conflict situations, in particular in countries with United Nations peacekeeping operations, raising global and national awareness and catalysing and mobilizing actions to prevent and respond to sexual violence; (b) to serve as an independent advocate to address the issue vis-à-vis a range of interlocutors, most notably with civilian and military leaders, parties to armed conflict, force commanders and troop- and police-contributing countries; and (c) to strengthen existing United Nations coordination mechanisms and promote cooperation and coordination of efforts among all relevant stakeholders, primarily through the United Nations Action against Sexual Violence in Conflict initiative.

7. In line with the provisions of the Security Council resolution, the Special Representative of the Secretary-General will, in the exercise of his or her mandate, provide political leadership and spearhead advocacy efforts in support of the work of United Nations operational partners and support efforts to strengthen coordination within the United Nations system to address sexual violence in conflict. Furthermore, a priority would be for the Special Representative to act as a roving ambassador, undertaking high-level advocacy and diplomatic interventions with civilian and military leaders and parties to armed conflict. In addition, the Special Representative will engage with United Nations peacekeeping operations and troop- and police-contributing countries to drive and support their efforts to prevent and respond to sexual violence.

8. Owing to the nature, scope and gravity of the problem, many organizations of the United Nations system and beyond consider conflict-related sexual violence as a critical aspect of their advocacy and programmatic mandates. However, it is widely recognized that the overall response often lacks central strategic purpose and cohesion, that actions are often fragmented and duplicative and that accountability is needed to ensure information-sharing and to plug gaps in the programmatic response. Therefore, a critical aspect of the role of the Special Representative is to ensure accountability for joint, concerted action and to help the array of engaged actors speak with one voice on the issue, rather than presenting multiple and mixed

messages to key interlocutors, such as Governments and military and police institutions.

9. The Special Representative will serve as Chair of the United Nations Action Steering Committee, which meets quarterly, and will provide the network with dedicated, high-level leadership that is neutral across all 13 member entities. This will help the network to realize the directive given to it by the Secretary-General's Policy Committee in June 2007, which endorsed the initiative as a critical system-wide initiative to guide advocacy, knowledge-building, resource mobilization and joint programming around sexual violence in conflict. In his or her capacity as Chair of the inter-agency Steering Committee, the Special Representative will provide coherent and strategic leadership to the network to promote cooperation and coherence in the response to conflict-related sexual violence, facilitating efforts to provide a joint strategic foundation for the programmatic response, as well as consistent common messaging for United Nations Action advocacy efforts, which he or she will lead and amplify. There is also a need to create more seamless reporting and information-sharing on the peace and security dimensions and dynamics of conflict-related sexual violence (its extent, intent and impact trends, early warning indicators and patterns of attack), moving beyond anecdotal incident reports. It is envisaged that the Office will be able to command this data at the country level and provide information to the Security Council and sanctions committees for timely interventions, including through annual reports.

10. The Special Representative will foster partnerships and alliances with a range of interlocutors — both traditional and non-traditional — as part of efforts to broaden the constituency engaged on the sexual violence agenda. In addition to outreach to non-governmental organizations, women's rights defenders, women's bar associations, civil society implementing partners and faith-based organizations, he or she will also collaborate with and harness the newly established Secretary-General's Network of Men Leaders to end violence against women (United Nations Action frames the response to goal 5 of the Secretary-General's UNiTE to End Violence against Women campaign). On the issue of better understanding perpetrators, their motivations and their enabling ideologies, the Special Representative will engage with the academic and research communities to strengthen the knowledge base in this area. A concerted effort by the Special Representative is needed to engage non-traditional stakeholders such as military leaders, uniformed peacekeepers, ministries of defence and parties to armed conflict, including non-State actors. Through these partnerships, the Special Representative will give the issue of conflict-related sexual violence higher prominence in public debate and will use his or her visibility as an independent advocate to move the media spotlight to forgotten conflicts and crises where sexual violence continues unchecked.

11. Beyond the implementation of the existing resolutions on sexual violence, the role of the Special Representative will also be to provide substantive advice to the Security Council in the conceptual development of further resolutions to strengthen the agenda in this area and to provide draft elements for such resolutions, as appropriate. Of particular importance is the need for country-specific mandate authorizations and renewals to reflect operational language on sexual violence prevention, reporting and response. Also, the Special Representative will need to develop criteria for listing, de-listing and potentially re-listing armed groups

credibly suspected of committing patterns of sexual violence, as called for in resolution 1888 (2009).

12. In that resolution, the Security Council also requests the constitution of a team of legal experts on sexual violence in conflict that can be deployed rapidly to situations of particular concern to assist national authorities in strengthening the rule of law and addressing the cycle of impunity for conflict-related sexual violence. The team of legal experts will work with national legal and judicial officials in Government, civilian and military justice sectors to address impunity and strengthen national capacity and help to identify gaps in national response and the institution of comprehensive national strategies to address sexual violence in conflict, including strengthening the penal chain from investigation through prosecution to incarceration and reparations to victims. The leader of the team of legal experts will be co-located in the Office of the Special Representative, who will supervise the work of the expert group.

13. Ultimately, only through broad Member State support and concerted action of the international community can sexual violence in conflict be addressed in a comprehensive and long-term manner. Therefore, a central priority of the Special Representative would be to continue to engage Member States in ensuring broad-based support and concerted action to address sexual violence in conflict. Specifically, the Special Representative will advocate that Member States encourage the practical implementation of commitments made in various resolutions and ensure that sexual violence in conflict continues to be reflected as a critical priority in relevant resolutions, declarations and outcome documents. The Special Representative will also engage with Member States in other frameworks, including with relevant regional organizations, to encourage the inclusion of sexual violence in conflict in their priorities, programmes and regional peacekeeping engagements and to promote the elaboration of guidelines and action plans on sexual violence in conflict.

IV. Resource requirements of the Office

14. Based on the request contained in Security Council resolution 1888 (2009), the Secretary-General appointed Margot Wallström as his Special Representative on Sexual Violence in Conflict on 2 February 2010 as a first step towards establishing the Office. At the same time, it was decided that the initial funding for the Office would be provided by the United Nations Action multi-donor trust fund, which would bridge the gap between consideration of the present report and any decision by Member States on further arrangements.

15. The Secretary-General is of the view that in order for the Office to function effectively, nine posts (1 Under-Secretary-General, 1 D-1, 1 P-5, 1 P-4, 2 P-3 and 3 General Service (Other level)) would need to be established effective 1 July 2010 for the Office, for which additional resources in the amount of $1,232,800 would be required. The functional titles of the posts, along with their respective grade levels, are as follows:

Special Representative of the Secretary-General	Under-Secretary-General
Chief of Staff/Senior Policy Adviser	D-1
Senior Programme Officer	P-5
Programme Officer	P-4
Programme Officer	P-3
Communications/Outreach Officer	P-3
Personal Assistant to the Special Representative	General Service (Other level)
Team Assistant	General Service (Other level)
Administrative Assistant	General Service (Other level)

16. In addition to the post resources, the Office would require resources for consultants ($74,000), travel of staff ($250,000) and operational expenses in the amount of $723,800 for office accommodation, commercial communications, supplies, furniture and equipment related to the establishment of the aforementioned nine posts.

17. Accordingly, should the General Assembly agree with the arrangements proposed above for the Office, additional resource requirements in the amount of $2,280,600 would be considered in accordance with the provisions governing the contingency fund in accordance with the terms of Assembly resolutions 41/213 and 42/211. In this regard, it is recalled that the Assembly, in its resolution 63/266, approved a contingency fund for the biennium 2010-2011 in the amount of $36.5 million. The balance in the contingency fund following decisions taken by the Assembly at the main part of its sixty-fourth session and the first part of the resumed session amounts to $28,586,900.

18. All new posts reflected in the present report are proposed to be established as from 1 July 2010. Given that the Advisory Committee on Administrative and Budgetary Questions recommended that information on the delayed impact of posts be reflected in any new proposals (A/62/7, para. 20), the Assembly may wish to note that the additional requirements for the full costing of the proposed nine new posts in the biennium 2012-2013 are currently estimated at $3,326,200 under section 1, Overall policymaking, direction and coordination ($2,861,500), and section 35, Staff assessment ($464,700), to be offset by an equivalent amount under income section 1, Income from staff assessment.

V. Actions required of the General Assembly

19. **Should the General Assembly agree with the proposals contained in the present report to provide the necessary resources to support the Office on an ongoing basis, it may wish:**

(a) To approve the establishment of nine new posts (1 Under-Secretary-General, 1 D-1, 1 P-5, 1 P-4, 2 P-3 and 3 General Service (Other level)) for the

Office effective 1 July 2010 under the programme budget for the biennium 2010-2011;

(b) To appropriate a total amount of $2,280,600 under the programme budget for the biennium 2010-2011, comprising increases under section 1, Overall policymaking, direction and coordination ($1,689,000) and section 28D, Office of Central Support Services ($591,600), and an increase under section 35, Staff assessment ($202,000), to be offset by a corresponding amount under income section 1, Income from staff assessment. The provision would represent a charge against the contingency fund.